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# COMMUNITY ASSISTANCE PLANNING REPORT NUMBER 209

# A DEVELOPMENT PLAN FOR WAUKESHA COUNTY, WISCONSIN

# Prepared by the

Southeastern Wisconsin Regional Planning Commission P. O. Box 1607 Old Courthouse 916 N. East Avenue Waukesha, Wisconsin 53187-1607

August 1996

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# SOUTHEASTERN WISCONSIN REGIONAL PLANNING

COMMISSION

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Serving the Counties of KENOSHA

KENOSHA MILWAUKEE OZAUKEE RACINE WALWORTH WASHINGTON WAUKESHA

September 1, 1996

TO: County Executive Daniel M. Finley and the County Board of Supervisors of Waukesha County

The Regional Planning Commission is pleased to provide to you this report setting forth a development plan for Waukesha County. The plan was prepared in response to a request submitted by the Waukesha County Executive on August 31, 1992. The plan was prepared in accordance with Section 59.97(3) of the Wisconsin Statutes, under which Wisconsin counties are authorized to prepare comprehensive county development plans addressing a wide range of physical development concerns. It represents the first plan of this kind completed within Southeastern Wisconsin. Work on the plan began in May 1993, with the Regional Planning Commission providing the staff services necessary for the preparation of the plan. The work was conducted under the direction of the Waukesha County Development Plan Advisory Committee, a committee appointed by the Waukesha County Executive and chaired by Mr. Paul G. Vrakas, a Waukesha County Board Supervisor. The Committee consisted of representatives of the County Executive; the County Board of Supervisors; the Waukesha County Departments of Environmental Resources, Parks and Land Use, and Transportation; and environmental, agricultural, business, and development interests from throughout the County.

The planning work involved extensive inventories and analyses of the factors and conditions affecting development in the County, including inventories and analyses of the demography, economy, housing stock, natural resources, land uses, transportation facilities and public utilities, and of existing plans and land use regulations of, and within, the County. The planning program further involved the preparation of forecasts of future population, household, and employment levels; the formulation of County development objectives, principles, and standards; and the design of a land use plan and supporting housing, transportation, and park and open space plans. As required by State law, the new County development plan incorporates, insofar as practicable, the land use plans adopted by the cities, villages, and towns within the County. While the Waukesha County development plan applies primarily to the thirteen civil towns which comprise the unincorporated territory of the County, the plan is also intended to provide guidance to the incorporated cities and villages involved in the planning for and development of Waukesha County.

The plan provides a sound guide for the orderly and economical development of Waukesha County, and for the preservation and enhancement of its unique and desirable environmental qualities. Consistent application of the plan over time will help assure that individual development proposals are properly related to the overall development of the County and will help avoid the creation of costly developmental and environmental problems.

The Regional Planning Commission is pleased to have been of assistance in this important planning effort. The Commission stands ready to assist the County in implementing the recommended plan over time.

Sincerely,

Kurt W. Bauer Executive Director

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### Chapter I

## INTRODUCTION

#### BACKGROUND

On August 31, 1992, the Waukesha County Executive requested the assistance of the Southeastern Wisconsin Regional Planning Commission in preparing the first Waukesha County development plan. Preparation of the development plan was seen as an ambitious undertaking, with no other county in the seven-county Southeastern Wisconsin Region having completed a countywide development plan pursuant to Section 59.97 of the Wisconsin Statutes. Development patterns in the County, coupled with a perceived housing affordability problem, provided the impetus for undertaking the new planning effort. It had become increasingly evident that, in order for Waukesha County to retain and enhance its existing desirable characteristics, a plan to accommodate new development while preserving open space and protecting natural resources and environmentally sensitive areas should be formulated and adopted, using the adopted regional plans as a base.

The 1992 initiative by the Waukesha County Executive followed an earlier initiative to mount a work effort that would produce a Waukesha County development plan. That initiative was put forth by the Waukesha County Park and Planning Commission in May 1980. At that time, a Land Use Steering Committee was formed by Waukesha County to work with the Regional Planning Commission and the County Park and Planning Commission staff to prepare a prospectus for the preparation of a County plan. The proposed work, however, was not funded at that time.

Section 59.97(3) of the Wisconsin Statutes authorizes county planning and zoning agencies to prepare "a county development plan... for the physical development of the unincorporated territory within the county and areas within incorporated jurisdictions whose governing bodies by resolution agree to having their areas included in the county's development plan..." The Statute further indicates that "the development plan may include... comprehensive surveys, studies and analyses of the history, existing land use, population and population density, economy, soil characteristics, forest

cover, wetland and floodplain conditions, and other human and natural features of the county . . . . " The Statute also provides that "the plan may identify goals and objectives for the future physical development of the county with respect to: public and private use of land and other natural resources; highways including bridges, viaducts, parkways, and other public ways; parks, playgrounds, hunting and fishing grounds, forests, and other facilities of a recreational nature; public buildings and institutions and including schools; sanitary and storm sewers, drainage, and measures for disposal of refuse and waste; reducing and preventing stream and lake pollution; flood control; public and private utilities including water, light, heat, transportation, pipelines and other services; industrial and commercial sites; and other factors which will improve the physical and economic situation of the county," Finally, the Statute indicates that "the development plan shall serve as a guide for public and private actions and decisions to assure the development of public and private property in appropriate relationships." This Statute, commonly referred to as the county enabling legislation, confers authority on county units of government in Wisconsin to prepare master plans, within specified limits, for the purpose of encouraging the appropriate and sound development of the county.

#### REGIONAL CONTEXT

Waukesha County is a rapidly urbanizing county in the Southeastern Wisconsin Region. Significant urban centers within 100 miles or less of the Region include the Chicago area, the Janesville-Beloit-Rockford area, the Madison area, and the Fox Cities/Green Bay area. The Region encompasses seven counties, including the Milwaukee, Racine, and Kenosha metropolitan areas. The Region encompasses 2,689 square miles, with over 120 miles of Lake Michigan shoreline and a resident population of more than 1.8 million persons. Waukesha County lies in the west-central portion of the Southeastern Wisconsin Region and contains a broad array of development types, including mature urban areas, suburban communities, rural towns, and large expanses of agricultural and natural resource-based land uses. The intensively developed eastern portion of the County, which includes the City of Waukesha, is centrally located in the Region and consequently has become a major area for new economic development and employment growth in Southeastern Wisconsin. The attendant urban development has created both problems and opportunities for Waukesha County.

For more than 30 years, the Southeastern Wisconsin Regional Planning Commission has, pursuant to Statutory charge, prepared and adopted a series of regional plan elements. Together, these elements constitute a comprehensive development framework for the sevencounty Southeastern Wisconsin Region. The regional land use plan, complemented by various functional plans for transportation, sewerage, flood control and drainage, water quality management, and park and open space reservation, serves as an overall guide to the physical development of the Region. Regional planning as conceived by the Commission is not a substitute for, but rather a supplement to, county and local planning. Thus, the Commission planning program envisions that the completed regional plan elements will be refined and detailed by counties and municipalities for subareas of the Region to provide a sound framework for local planning and plan implementation. Since Waukesha County is the second most populous county in the Region and one of the key locales for population and employment growth within the Region, the preparation and adoption of a county development plan represents an important step in the successful implementation of the regional land use plan. Recognizing this, the Waukesha County Park and Planning Commission and the Waukesha County Board of Supervisors have adopted the year 2010 regional land use plan.

Seven of the adopted regional plan elements are of particular importance to Waukesha County in formulation of the County development plan: 1) the regional land use plan, 2) the regional transportation system plan, 3) the regional park and open space plan, 4) the regional water quality management plan, 5) the comprehensive watershed plans, 6) the regional airport system plan, and 7) the regional housing plan. These elements, which provide a sound framework within which the Waukesha County develop-

ment plan can be prepared, are briefly described as follows:

- 1. The adopted regional land use plan, documented in SEWRPC Planning Report No. 40,¹ contains the findings and recommendations of the third-generation regional land use planning program. Key components of the report include inventory and historic trend data, projections of population and economic activity, and the recommended year 2010 regional land use plan, along with a set of regional land use objectives, principles, and standards.
- 2. The third-generation regional transportation system plan, documented in SEWRPC Planning Report No. 41,2 provides recommendations on how the regional land use plan can best be served by highway and transit facilities. Key components of the report include an inventory of transportation facilities and their capacities, identification of travel habits and patterns, and the recommended year 2010 regional transportation system plan. The regional transportation system plan is refined for Waukesha County in an update to SEWRPC Planning Report No. 18<sup>3</sup> and for portions of the County in SEWRPC Community Assistance Planning Reports No. 1514 and 201.5

<sup>&</sup>lt;sup>1</sup>SEWRPC Planning Report No. 40, <u>A Regional Land Use Plan for Southeastern Wisconsin—</u> 2010, January 1992.

<sup>&</sup>lt;sup>2</sup>SEWRPC Planning Report No. 41, <u>A Regional Transportation System Plan for Southeastern Wisconsin: 2010</u>, (forthcoming).

<sup>&</sup>lt;sup>3</sup>SEWRPC Planning Report No. 18, (2nd Edition) <u>A Jurisdictional Highway System Plan for Waukesha County</u>, (forthcoming).

<sup>&</sup>lt;sup>4</sup>SEWRPC Community Assistance Planning Report No. 151, <u>A Transporation System Plan</u> for the <u>Blue Mound Road (USH 18) Corridor</u>, December 1987.

<sup>&</sup>lt;sup>5</sup>SEWRPC Community Assistance Planning Report No. 201, <u>A Development Plan for the</u> IH 94 West Corridor: 2010, (forthcoming).

- 3. The adopted regional park and open space plan, documented in SEWRPC Planning Report No. 27,6 identifies the park and open space needs of the Region and recommends programs to meet those needs. The report includes an inventory and analysis of existing outdoor recreation facilities and sites and their use, existing County and local open space plans, potential park and open space sites, and the year 2000 regional park and open space plan. The regional park and open space plan is refined for Waukesha County in SEWRPC Community Assistance Planning Report No. 137.7
- 4. The adopted regional water quality management plan, documented in SEWRPC Planning Report No. 30,8 describes existing water quality conditions within the Region, identifies sources of pollution, sets forth recommended water use objectives and supporting water quality standards, and recommends a water quality management plan for the Region. The plan documented in this report consists of a land use element, a sewerage facilities element, a nonpoint pollution abatement element, a wastewater sludge management element, and a water quality monitoring element. The report also contains recommendations related to the delineation of sanitary sewer service areas for Waukesha County. Refinements of the plan for Waukesha County include numerous sewer service area studies, listed in detail in Chapter VI of this report, and nonpoint source pollution abatement plans prepared by the Wisconsin Department of Natural Resour-

- ces for the Upper Fox, Menomonee, and Oconomowoc River watersheds.
- 5. The adopted regional drainage and flood control plan is being prepared on a watershed-by-watershed basis. In Waukesha County that plan has been completed for the Fox River watershed,<sup>9</sup> for the Menomonee River watershed,<sup>10</sup> and for the Root River watershed. 11 These comprehensive watershed plans address specific water resource problems identified throughout each watershed. In addition to refining and detailing the regional land use and regional water quality management plans within the watershed, each comprehensive watershed study results in the preparation of a flood control and drainage plan for the major rivers and streams within the watershed. The plans identify the most cost-effective and environmentally sound way in which to resolve existing flooding problems and set forth flood profiles and the determination of flood hazard areas throughout the watershed so that urban development can be excluded from flood hazard areas and future flooding problems avoided. Not all of Waukesha County is covered by such watershed plans. The western portion of the County, consisting of the Bark River and the Oconomowoc River watersheds, does not have the comprehensive drainage and flood control framework in place.

<sup>&</sup>lt;sup>6</sup>SEWRPC Planning Report No. 27, <u>A Regional Park and Open Space Plan for Southeastern Wisconsin: 2000, November 1977.</u>

<sup>&</sup>lt;sup>7</sup>SEWRPC Community Assistance Planning Report No. 137, <u>A Park and Open Space Plan for</u> Waukesha County, December 1989.

<sup>&</sup>lt;sup>8</sup>SEWRPC Planning Report No. 30, <u>A Regional Water Quality Management Plan for Southeastern Wisconsin: 2010</u>, Volume One, <u>Inventory Findings</u>, September 1978; Volume Two, <u>Alternative Plans</u>, February 1979; Volume Three, <u>Recommended Plan</u>, June 1979.

<sup>&</sup>lt;sup>9</sup>SEWRPC Planning Report No. 12, <u>A Comprehensive Plan for the Fox River Watershed</u>, Volume One, <u>Inventory Findings and Forecasts</u>, April 1969; Volume Two, <u>Alternative Plans and Recommended Plan</u>, February 1970.

<sup>10</sup>SEWRPC Planning Report No. 26, <u>A Comprehensive Plan for the Menomonee River Watershed</u>, Volume One, <u>Inventory Findings and Forecasts</u>, October 1976; Volume Two, <u>Alternative Plans and Recommended Plan</u>, October 1976.

<sup>&</sup>lt;sup>11</sup>SEWRPC Planning Report No. 9, <u>A Comprehensive Plan for the Root River Watershed</u>, July 1966.

- 6. The second-generation regional airport system plan, documented in SEWRPC Planning Report No. 38, 12 sets forth recommendations for achieving a safer, more efficient, and more economical air transportation system within the Region. The plan includes definitive recommendations for airport facility construction and operation, including recommendations for runway, taxiway, navigational aid, and associated terminal facility improvements, as well as airport area land use for the immediate area surrounding each of the airports included in the airport system plan.
- The adopted regional housing plan, documented in SEWRPC Planning Report No. 20,13 contains inventories and analyses pertaining to housing. Addressed in the report are basic housing principles and concepts; land use controls; housing availability constraints; alternative regional housing allocation strategies: housing forecasts; regional housing objectives, principles, and standards; and a recommended regional housing plan. Although the report is now outdated, it contains valuable historical information as well as a housing plan structure suitable for replication in the Waukesha County development plan.

The Regional Planning Commission views the planning process as cyclical in nature, alternating between areawide system planning and county and local project planning. Under this concept, development and management proposals are initially advanced at the regional systems level in the array of areawide system plans. Attempts to implement these regional proposals or plans are made through State, county, and local project planning. If, for whatever reason, a proposal advanced at the regional systems level cannot be implemented at the county and local level, that determination is considered in subsequent revisions to regional systems plans.

<sup>12</sup>SEWRPC Planning Report No. 38, <u>A Regional Airport System Plan for Southeastern Wisconsin: 2000</u>, May 1987.

The Commission has recently completed or has currently underway a series of regional system planning efforts, including land use, transportation, water quality, and airport plans. These most recent plans represent the third major revision, or cycle, of the regional planning framework for Southeastern Wisconsin, incorporating "feedback" from the intensive county and local project and facilities planning efforts completed since the preparation and adoption of the "second-generation" system plans in the late 1970s.

## NEED FOR THE WAUKESHA COUNTY DEVELOPMENT PLAN

Waukesha County has been among the fastest-growing counties in Wisconsin since 1950, and rapid urbanization of the County has been accompanied by a variety of development problems. The need for a development plan in the County is related to the following seven basic reasons, all of which are directly associated with rapid population growth, attendant urbanization, and the anticipated continuation of that trend:

1. <u>Rate and Location of</u> New Urban Development

Urban land development attendant to the rapid increase in population and households has substantially altered the physical and socio-economic composition of Waukesha County. In terms of the acreage of nonurban land converted to urban use, Waukesha County has significantly outpaced all the other counties in the Southeastern Wisconsin Region since 1963 and is expected to continue to outpace the rest of the Region into the 1990s. Importantly, much of the new residential development has taken place in rural areas, distant from existing urban settlements providing municipal services. This has created a diffused pattern of urban development. Such development, which is neither truly urban nor rural in nature, can be best described as "urban sprawl."

2. Basis for the Coordination, Design, and Construction of Public Works Facilities
Public transportation and utility systems are among the most important, permanent, and costly elements of urban growth and development. Transportation facilities, as well as water supply and sanitary sewerage utilities, have an important inter-

<sup>&</sup>lt;sup>13</sup> SEWRPC Planning Report No. 20, <u>A Regional</u> Housing Plan for Southeastern Wisconsin, February 1975.

relationship with land use and urban development. Planning for urban growth contingent upon the feasibility of providing public services results in less costly, more efficient, and more environmentally compatible transportation and utility systems, as well as lower land development costs. The Waukesha County development plan is needed to guide new urban growth into areas where provision of public facilities is most feasible from a cost, environmental, and systems design standpoint.

# 3. Decreasing Availability of Affordable Housing

There has been growing debate regarding the issue of affordable housing in Waukesha County, including elderly housing. At the forefront of the issue is housing for the expanding employment base of the County. Some business owners claim difficulty in finding new employees because of an "affordability gap" between wages and the cost of living near a workplace in Waukesha County. Travel studies have indicated that increasing numbers of workers commute from homes in Milwaukee County to jobs in Waukesha County. Several sources of information, including the 1990 U.S. Census, support the conclusion that housing costs in the County have outpaced household incomes. This is especially significant when considering the household incomes in labor market areas, such as Milwaukee County, relative to housing costs in or near employment centers in Waukesha County. Numerous factors contribute to an affordable housing problem, including supply and demand, mortgage interest rates, environmental limitations, and the impacts of public land use regulations. An inventory and analysis of these and other facets of the existing housing situation is needed in order to quantify the problem, identify the causes of the problem, and identify actions which can ameliorate the problem.

#### 4. Costs of Essential Urban Services

The expansion of existing urban areas has increased the demand for such municipal facilities and services as public sanitary sewer and water supply, drainage and flood control, elementary and secondary schools, transportation, solid waste management,

police and fire protection. These are demands which many of the once rural communities in Waukesha County are not well prepared to confront. Outside of existing urban service areas, there has been considerable development of low-density residential land use served by onsite sewage disposal systems and wells in rural areas. This type of development tends to create scattered and incomplete neighborhoods, which are totally automobile-dependent for transportation and to which the provision of basic urban services and facilities is difficult and costly.

## 5. Protection of Natural Resource Base

Development occurring in rural areas of Waukesha County poses a particular threat to the remaining natural environment, threatening to destroy the landscape amenities which make much of the County so attractive for residential use. Urban sprawl development can intensify problems of declining groundwater levels and pollution of both surface waters and groundwater through use of on-site sewage disposal systems, application of lawn chemicals and fertilizers, and use of household cleaners and chemicals, among other things. Low-density urban residential development in rural areas inevitably results in the rapid loss of woodlands, wetlands, and open space, and the consequent interruption and ultimate destruction of environmental corridors. The highly dispersed, automobile-dependent travel patterns attendant to diffused urban development create difficult and costly traffic congestion and safety problems and contribute to a decline in ambient air quality.

### 6. Loss of Farmland and Open Space

Diffused residential development also fragments valuable prime farmland into small and discontinuous tracts and undermines the economic viability of large areas for farming. Additionally, open space is also fragmented to the extent that large areas lose rural character. Compounding this situation, residential development in rural agricultural areas often results in conflicts between farming operations and residents, undermining the utility of the area for both farming and residential use.

### 7. Air Quality Management

All seven counties in Southeastern Wisconsin do not meet Environmental Protection Agency standards for ozone under the Federal Clean Air Act Amendments of 1990, which are termed "nonattainment areas" by the Federal government. As a result, industries seeking to locate or expand in Waukesha County must apply air pollution control technology that meets standards that are more strict than in other areas of the State or the Nation. This may create a disincentive for industry that generates significant emission levels to locate in the County. Contributing to the air quality problem are current trends toward the decentralization of land uses and the lack of affordable housing, both of which contribute to increased vehicle miles of travel in Waukesha County and the Region and consequently increased ozoneproducing vehicle emissions. If allowed to continue, existing urban development patterns and lack of affordable housing could prolong the current status of the County with respect to Clean Air Act ozone standards and inhibit economic growth.

In the light of these development trends and related development problems in Waukesha County and forecasts which indicate significant increases in county population and employment over the next two decades, the need for a Waukesha County development plan becomes apparent. The preparation of such a plan is needed in order to establish a desirable future land use pattern, identify housing initiatives, and establish policies for providing supporting transportation, utility, and other facilities and services. Lack of a set of agreed-upon development objectives for Waukesha County will serve to exacerbate existing problems and contribute to the creation of new and costly problems, while allowing important opportunities for shaping development in the long-term public interest to be missed. County and local plan commissions, governing bodies, and local public officials need a frame of reference against which to evaluate development proposals presented by private interests. The Waukesha County development plan, prepared to refine and detail adopted regional plans, is intended to serve such a purpose and thus becomes the vehicle by which public interests can be effectively addressed in Waukesha County.

### PURPOSE OF THE WAUKESHA COUNTY DEVELOPMENT PLAN

The Waukesha County development plan is intended to serve the following purposes:

### 1. To Focus Attention on Developmental and Environmental Problems

The plan is intended to focus the attention of County and local governing bodies and the citizens of the County on significant developmental and environmental problems and opportunities. Awareness of pertinent issues affecting the future of Waukesha County is advanced through identification and explanation of trends and conditions. Quantification of problems and opportunities through collection and analysis of demographic, economic, environmental, land use, and other information can reveal trends that are at present subtle or little known, but which may have significant effects over a period of many years. As a result, enhanced knowledge and understanding of issues facing the County enables elected officials, staff, and citizens to anticipate and to shape future conditions in the public interest. Longrange objectives to encourage the most appropriate use of the land, water, and other resources, consistent with the public interest, can then be formulated.

# 2. To Provide a Common Basis for Collective Action by Local Governments

Achievement of countywide objectives in Waukesha County is affected by the individual actions of the County, of 37 local units of government, and of a number of special purpose units of government such as school and sewerage districts. The County development plan is intended to provide a common direction to planning and development activities throughout the County. The development plan can materially assist the governing bodies of municipalities and special purpose units of government in making decisions on specific development matters as they arise, enabling each governing body to view its decisions within the framework of a clearly stated and unified set of countywide, longrange objectives. Issues can be viewed against a clear vision of what has been deemed to be a desirable future condition for the County.

# 3. To Provide a Common Basis for Staff Recommendations

The development plan enables the County staff and the staff of local governments within the County to offer land use planning advice in a manner consistent with the interests of the County as a whole, as well as with the interest of the individual municipalities. Individual local planning and zoning agencies are responsible for the preparation and administration of many measures intended to serve to implement development plans, including, primarily, land use regulations. By referencing a countywide development plan, research and design of implementation measures for individual sites and communities can take into consideration established and documented countywide objectives and conditions, and thereby regional objectives and conditions. Without the sense of direction provided for various local governments by a county plan, implementation of countywide and regionwide goals and interests becomes difficult and ineffective.

# 4. To Provide a Common Reference Point for Private Sector Interests

The development plan provides public sector direction to the private sector development interests which operate in the County. This private sector is comprised of a diverse group of realtors, builders, business owners, industrial executives. chambers of commerce, taxpayer groups, property owners, and interested and concerned citizens. The County development plan provides to this diverse group, in an official and documented manner, the development policies adopted by the governing body, serving as a valuable guide to private sector development decisions. Although implementation of the plan by the private sector is largely voluntary and spontaneous, the plan gives concerned parties an opportunity to relate their projects to an overall development pattern, to coordinate those private projects with public interests, and thereby to achieve more stable as well as effective, safe and healthful, and attractive development.

## 5. To Provide a Common Basis for Enactment of Land Use Controls

A County development plan is not by itself legally binding. Ordinances and actions which have regulatory substance must be formulated to give legal force to the development plan. The County development plan should thus serve as a widely recognized basis, or rationale, for land use regulations. Courts may use the plan as a guide when required to rule on any legal challenge to legislation or other public actions intended to carry out the plan. Legislative or administrative acts which conform to a plan and advance legitimate public interests documented in the County development plan are likely to be upheld. Actions that are not based on sound planning or other evidence of the public interest are difficult to enforce, and in some cases are rendered invalid by courts.

# 6. To Provide a Basis for Addressing Housing Problem

The development plan identifies the extent and impact of the County's widely perceived affordable housing problem. Affordable housing concerns are difficult to address unless they are examined, quantified, and objectively described using available and reliable data. The development plan provides a foundation of information upon which to identify causes of the affordable housing problem and to formulate objectives and strategies to deal effectively with the housing issues.

# 7. To Achieve a Sound, Healthful, and Economical Development Pattern

The most basic, overall purpose of the Waukesha County development plan is to provide a foundation for the sound and beneficial development of the County. To some extent, this purpose is served through the comprehensive development framework for the Southeastern Wisconsin Region reflected in the SEWRPC regional plans. The Waukesha County development plan is intended to refine that Regional development framework, as well as to add elements specific to the interests and

conditions of the County. The County development plan will more precisely define a sound, healthful, and economical development pattern in Waukesha County and provide County-specific policies for encouraging and achieving such development. By having appropriate countywide development patterns defined more specifically at the county level, local governments can have a better foundation upon which to base development decisions ultimately affecting the overall county development pattern.

#### THE PLANNING PROCESS

The planning program leading to the preparation of the Waukesha County development plan followed a six-step planning process: 1) formulation of objectives, principles, and standards; 2) inventory and analysis; 3) forecasts; 4) plan preparation; and 5) plan review and adoption; and 6) plan implementation. In preparing the plan, objectives, principles, and standards were formulated to create a framework for the recommendations set forth in the plan, as well as to provide direction and focus to the planning project itself. Reliable basic planning and engineering data were then gathered and analyzed to accurately and objectively describe the physical and socio-economic structure of the County. Using the data gathered, forecasts of certain factors affecting future development were generated and analyzed to determine the extent of growth and change likely to occur over the next two decades. The development plan for Waukesha County was then drafted, employing results from all of the previous steps.

The process to be followed after adoption of the Waukesha County development plan is equally as important as the steps necessary to complete the document itself. The development plan provides an official statement of the County's land use policies, along with information needed to support and validate those policies. The plan is not a regulatory device and has no effect as a police power ordinance, but rather, it serves as the basis for establishing and administering sound land use regulations. Thus, implementation measures such as zoning ordinances, subdivision controls, and other regulatory devices are necessary to carry out the policies reflected in the development plan. Efforts to implement the plan should be formally monitored and evaluated on a periodic basis. In addition, the development plan itself should be reevaluated from time to time so that changing needs and conditions can be addressed.

### ADVISORY COMMITTEE AND STAFF STRUCTURE

The Waukesha County Development Plan Advisory Committee was appointed by the County Executive and charged with overseeing the preparation of the County plan. The basic concept of the structure of the advisory committee was one of a relatively small working committee comprised of key representatives of various groups and interests throughout Waukesha County. Accordingly, each member of the Committee represented a larger affinity group and had a responsibility to keep their group informed and involved. The advisory committee was comprised of representatives from: the County Executive; the County Board of Supervisors; the staffs of the County Departments of Park and Planning, Transportation, and Environmental Resources; the Waukesha County Municipal Executives Association: the Waukesha County Unit of the Wisconsin Towns Association; and the environmental, agricultural, aggregate producers, inland lakes, and development communities in the County. The Committee roster is shown on the inside front cover of this report. From time to time throughout the planning process, the Advisory Committee sponsored presentations to the larger groups, offering to the membership of those groups the opportunity to comment on the findings and preliminary recommendations emanating from the work.

All staff work attendant to the preparation of the County development plan was accomplished by the Regional Planning Commission staff. In carrying out its assignment, that staff reviewed with the Waukesha County Park and Planning Commission staff the preliminary findings and recommendations. Consequently, as presented to the Advisory Committee for review and comment, the planning work represents a joint effort by the regional and county planning staffs.

#### SCHEME OF PRESENTATION

The general format and organization of the Waukesha County development plan is intended to follow a logical progression of information and ideas, organized into 13 additional chapters following this introductory chapter as follows:

- Chapter II, "The Demographic and Economic Base," presents information on population, households, age and sex composition, educational attainment, labor force levels, employment levels and distribution, income and poverty characteristics, and the public financial resource base.
- Chapter III, "The Natural Resource Base," contains description of climate, geology, topography, soils, agricultural resources, mineral resources, groundwater, surface water, wetlands, woodlands, prairies, wildlife habitat, and environmental corridors.
- 3. Chapter IV, "Land Use," presents an historic overview of growth and development in Waukesha County, an inventory of existing land use, and an inventory of community facilities, including police and fire stations, schools, libraries, and hospitals.
- Chapter V, "Transportation and Public Utilities," describes transportation facilities, water and sewerage systems, stormwater drainage, private utilities, and solid waste disposal facilities.
- 5. Chapter VI, "Adopted Plans and Land Use Regulations," provides an inventory and analysis of adopted regional, County, and local plans and land use regulations.
- 6. Chapter VII, "Housing," contains a history of housing development in Waukesha County, an inventory of the existing housing stock, an inventory and analysis of housing surveys, and identifies housing constraints, assisted housing programs, and housing needs.

- Chapter VIII, "Anticipated Growth and Change," contains estimates of patterns and extent of future growth in population, housing, employment, and income for the next two decades.
- 8. Chapter IX, "Objectives, Principles, and Standards," outlines basic definitions and concepts of objectives, principles, and standards; contains the actual objectives, principles, and standards of the plan; and points out some overriding considerations to consider when developing objectives, principles, and standards.
- 9. Chapter X, "Alternative Land Use Development Futures," places anticipated population and economic activity levels into the context of alternative development scenarios.
- Chapter XI, "Alternative Housing Initiatives," places anticipated employment and housing demand activity levels into the context of alternative scenarios to provide housing to persons employed in Waukesha County.
- 11. Chapter XII, "Recommended Waukesha County Development Plan," describes the most appropriate arrangement of land use and housing and sets forth the development plan for the year 2010 for Waukesha County.
- 12. Chapter XIII, "Plan Implementation," describes actions by the County and local governments needed to carry out the objectives and initiatives of the development plan.
- Chapter XIV, "Summary and Conclusions," provides an overall summary of the major findings and recommendations comprising the Waukesha County development plan.

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